

Message Text

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ACTION EUR-08

INFO OCT-01 SS-14 ISO-00 SP-02 INR-05 L-01 PM-03 CIAE-00

OC-01 CCO-00 EB-03 RSC-01 /039 W

----- 061246

R 211158Z OCT 74

FM AMEMBASSY ANKARA

TO SECSTATE WASHDC 6529

SECDEF WASHDC

INFO JCS WASHDC

DIRNSA WASHDC

USMISSION NATO

CSAF/XOXX WASHDC

OSAF/SAFUSI

CINCEUR

CINCUSAFE RAMSTEIN AB GERMANY

S E C R E T ANKARA 8271

LIMDIS

EO 11652 XGDS-3 INDEFINITE

TAGS: MARR, TU

SUBJ: STRATEGY FOR IMPLEMENTING AGREEMENT NEGOTIATIONS

REF: ANKARA 7948

1. SUMMARY: WITH COMMUNICATIONS AND ELECTRONICS AND BELBASI I.A.'S NEARING COMPLETION, INCIRLIK I.A. AWAITING MILITARY SUBCOMMITTEE ACTION, AND AIR TECHNICAL I.A. STALLED ON NOT EASILY RESOLVED DIFFERENCES (REFTEL), WE BELIEVE THAT U.S. OBJECTIVE IN I.A. NEGOTIATIONS SHOULD NOW SHIFT TOWARDS OBTAINING DCA PROTECTION FOR U.S. INSTALLATIONS AND OPERATIONS NOT YET COVERED BY I.A.'S. THIS WILL ENTAIL RAISING ONCE AGAIN WITH TURKS THE MATTERS NOW EMBODIED IN THE DRAFT GARRISON COMMANDERS AND BALGAT I.A.'S, WHICH HAVE IN PAST DRAWN STRONG TURKISH OPPOSITION. FOLLOWING IS OUR ANALYSIS OF BASIS FOR TURKISH REJECTION OF THOSE I.A.'S (BASED IN PART ON OCTOBER 11 PRIVATE CONVERSATION BETWEEN
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MSA COUNSELOR AND CHAIRMAN OF TURKISH NEGOTIATING TEAM

ASULA) AND RECOMMENDATIONS OF STRATEGY WE MIGHT FOLLOW.
END SUMMARY.

2. TURKISH POSITION. TURKISH CHAIRMAN ASULA HAS ASSURED US BOTH PRIVATELY AND PUBLICLY THAT GOT UNRESERVEDLY SUPPORTS POSITION THAT DCA COVERS ALL U.S. MILITARY ACTIVITIES IN TURKEY. TURKS REMAIN, HOWEVER, UNWILLING TO TRANSFORM THESE ASSURANCES INTO I.A. ARTICLES. IN LINE WITH HIS POSITION ON THIRD COUNTRY OVERFLIGHTS (REFTEL), TURKISH CHAIRMAN IN OCTOBER 11 PRIVATE CONVERSATION SUGGESTED THAT INSTALLATION SECURITY BE SUBJECT OF AD HOC AGREEMENT OR ARRANGEMENT OUTSIDE I.A. FRAMEWORK AND THAT AUTHORIZATION FOR BALGAT ACTIVITY BE EMBODIED IN UNILATERAL MFA NOTE. AS BEST AS WE CAN DETERMINE, FOLLOWING ARE PRINCIPAL REASONS FOR THIS DISCREPANCY BETWEEN TURKISH ASSURANCES AND ACTUAL I.A. PROPOSALS:

A. AS ASULA ACKNOWLEDGED DURING OCTOBER 11 CONVERSATION, SOME ELEMENTS WITHIN THE TURKISH GENERAL STAFF CONTINUE TO VIEW DCA AS APPLYING ONLY TO COMMON DEFENSE INSTALLATIONS (A DEFINITION THEY LIMIT TO SINOP, KARAMURSEL, PIRINCLIK, BELBASI AND INCIRLIK AND BY RECENT EXTENSION TO FORWARD SCATTER SITES). ALTHOUGH THIS VIEW IS AT VARIANCE WITH THE OFFICIAL GOT POSITION AND CANNOT BE FORMALLY PRESENTED, IT CAN EFFECTIVELY IF INDIRECTLY ADVANCED BY ATTACKING OTHER FEATURES OF GARRISON COMMANDERS AND BALGAT I.A.'S, THE MORE SIGNIFICANT OF WHICH ARE MENTIONED BELOW.

B. THE GARRISON COMMANDERS I.A. WOULD RESULT IN THE TURKISH ARMY ASSUMING ULTIMATE RESPONSIBILITY FOR THE SECURITY OF A WIDE RANGE OF PURELY U.S. INSTALLATIONS, INCLUDING SOME IN DOWNTOWN URBAN AREAS. THIS COULD PLACE THE TURKISH ARMY IN AN UNCOMFORTABLE POLITICAL SITUATION. SECURITY RESPONSIBILITY FOR BALGAT, WHICH IS VIEWED AS AN AMERICAN "ENCLAVE" WITHIN THE BOUNDARIES OF THE CAPITAL CITY, IS SIMILARLY DISTASTEFUL.

C. IN CALLING FOR ACTIVE COOPERATION BETWEEN COMMANDERS OF U.S. NON-CDI INSTALLATIONS AND LOCAL TURKISH COMMANDERS, THE GARRISON COMMANDERS I.A. WOULD BRING ABOUT AN
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UNDERSIRABLE (FROM TGS POINT OF VIEW) INTERFACE BETWEEN TURKISH AND AMERICAN COMMANDERS OF HIGHLY DISPARATE RANK, OF COMPLETELY DIFFERENT INTERESTS AND, IN MANY INSTANCES, AT WIDELY SEPARATED LOCATIONS. ASULA POINTED OUT THAT THE TGS BELIEVES THAT U.S. CAPTAINS COMMANDING ISOLATED SITES WOULD IN MANY INSTANCES BE DEALING WITH TURKISH DIVISION COMMANDERS. NOT MENTIONED BY THE TURKS BUT UNDOUBTEDLY FIGURING IN THEIR OPPOSITION TO THIS FEATURE, IS THE TGS

POLICY OF CLOSELY CONTROLLING AND RIGIDLY LIMITING MILITARY CONTACT WITH REPRESENTATIVES OF FOREIGN GOVERNMENTS.

D. TGS DOES NOT WISH TO INTERPOSE ITSELF BETWEEN CITY GOVERNMENTS AND URBAN U.S. FACILITIES, WHICH TURKS FEEL MUST ABIDE TH LOCAL BUILDING CODES AND PAY FOR CITY SERVICES. THIS ISSUE IN PARTICULAR AFFECTS BALGAT.

E. TURKS FEEL THEY HAVE INADEQUATE KNOWLEDGE OF ACTIVITIES AT BALGAT AND DO NOT WISH TO TAKE POLITICAL RESPONSIBILITY FOR THEM.

3. U.S. NEGOTIATING STRATEGY. TABLING OF CURRENT GARRISON COMMANDERS AND BALGAT DRAFTS WOULD, WE BELIEVE, ONLY RESULT IN A STERILE REITERATION OF TURKISH ARGUMENTS, WHICH HAVE IN THE PAST PURPOSELY CIRCUMVENTED MANY OF THE CENTRAL POINTS AT ISSUE AND CREATED MORE STEAM THAN LIGHT. INSTEAD, WE PROPOSE THAT:

A. WE DRAFT A NEW I.A. MODELED ON COMMUNICATIONS AND ELECTRONICS I.A. WHICH WOULD COVER ALL U.S. LOGISTICS AND SUPPORT INSTALLATIONS OPERATIONS THROUGHOUT TURKEY. IT MIGHT BE CALLED "LOGISTICS AND ADMINISTRATIVE SUPPORT I.A.". THIS I.A. WOULD BE DESIGNED TO GIVE NOT ONLY BALGAT BUT ALSO SMALLER FACILITIES IN IZMIR, ISTANBUL AND ISKENDERUN DCA COVERAGE.

B. IN RETURN, WE WOULD AGREE TO DROP THE GARRISON COMMANDERS I.A. IN FAVOR OF SHORT SEPARATE ARTICLES AND/OR SECURITY ANNEXES FOR EACH I.A. THIS WOULD PERMIT US TO TAILOR SECURITY ARRANGEMENTS TO NATURE OF INSTALLATIONS. WE SHOULD RECOGNIZE THAT WE WILL PROBABLY NOT BE ABLE TO GET TGS TO ACCEPT RESPONSIBILITY FOR SECURITY OF
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INSTALLATIONS COVERED BY LOGISTICS AND ADMINISTRATIVE SUPPORT I.A., BUT OTHER ARRANGEMENTS INVOLVING MINISTRY OF INTERIOR AND JANDARMA MIGHT BE WORKED OUT.

C. IF OTHER CONCESSIONS APPEAR NECESSARY TO OBTAIN TURKISH AGREEMENT ON LOGISTICS AND ADMINISTRATIVE SUPPORT I.A. (AS WE BELIEVE LIKELY), WE SHOULD CONSIDER MEETING SOME TURKISH WISHES IN REGARD TO AIR TECHNICAL I.A. (REFTEL). THIS WOULD IN EFFECT LEAD TO FINAL PACKAGE OF MUTUAL CONCESSIONS DESIGNED TO BRING NEGOTIATIONS TO SUCCESSFUL OVERALL CONCLUSION.

4. ACTION REQUESTED: BEFORE UNDERTAKING DRAFT OF A NEW I.A., WE BELIEVE IT WISE TO SOUND OUT TURKS ON THIS GENERAL LINE OF ACTION. WE THEREFORE REQUEST AUTHORIZATION TO INFORM

TURKISH DELEGATION: (A) THAT U.S. PROPOSES TO TABLE DRAFT
OF NEW LOGISTICS AND ADMINISTRATIVE SUPPORT I.A. AND TO
SUGGEST WAYS OF INCLUDING SECURITY ARRANGEMENTS WITHIN
INDIVIDUAL I.A.'S, AND (B) THAT, SHOULD THESE PROPOSALS
BE ACCEPTED, WE WILL AGREE TO DROP GARRISON COMMANDERS
AND BALGAT I.A.'S.
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Message Attributes

Automatic Decaptioning: Z
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: FLIGHT CLEARANCES, MILITARY BASES, NEGOTIATIONS, MILITARY ASSISTANCE PROGRAMS, MILITARY BASE AGREEMENTS
Control Number: n/a
Copy: SINGLE
Draft Date: 21 OCT 1974
Decaption Date: 28 MAY 2004
Decaption Note: 25 YEAR REVIEW
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: shawdg
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1974ANKARA08271
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: X3
Errors: N/A
Film Number: D740299-0541
From: ANKARA
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1974/newtext/t19741032/aaaabaux.tel
Line Count: 176
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION EUR
Original Classification: SECRET
Original Handling Restrictions: LIMDIS
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 4
Previous Channel Indicators: n/a
Previous Classification: SECRET
Previous Handling Restrictions: LIMDIS
Reference: ANKARA 7948
Review Action: RELEASED, APPROVED
Review Authority: shawdg
Review Comment: n/a
Review Content Flags:
Review Date: 27 AUG 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <27 AUG 2002 by shawdg>; APPROVED <05 MAR 2003 by shawdg>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: STRATEGY FOR IMPLEMENTING AGREEMENT NEGOTIATIONS
TAGS: MARR, TU
To: STATE DOD
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005